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OFFICE OF THE PRINCIPAL
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BHAVANISAGAR
RURAL EXTENSION TRAINING CENTRE

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PANCHAYAT DEVELOPMENT
IN
MADRAS STATE

P. 88

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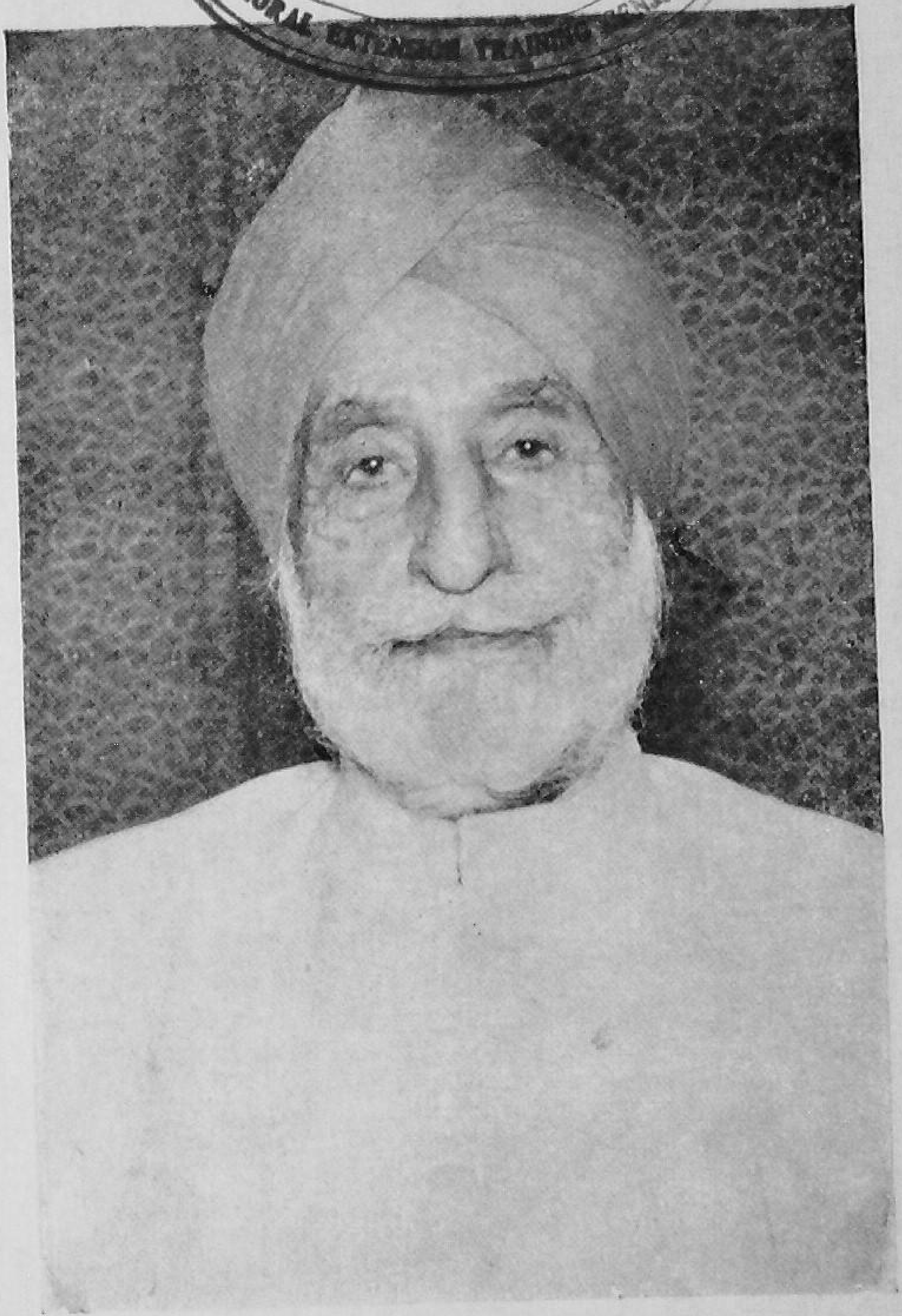

SARDAR UJJAL SINGH
Governor of Madras

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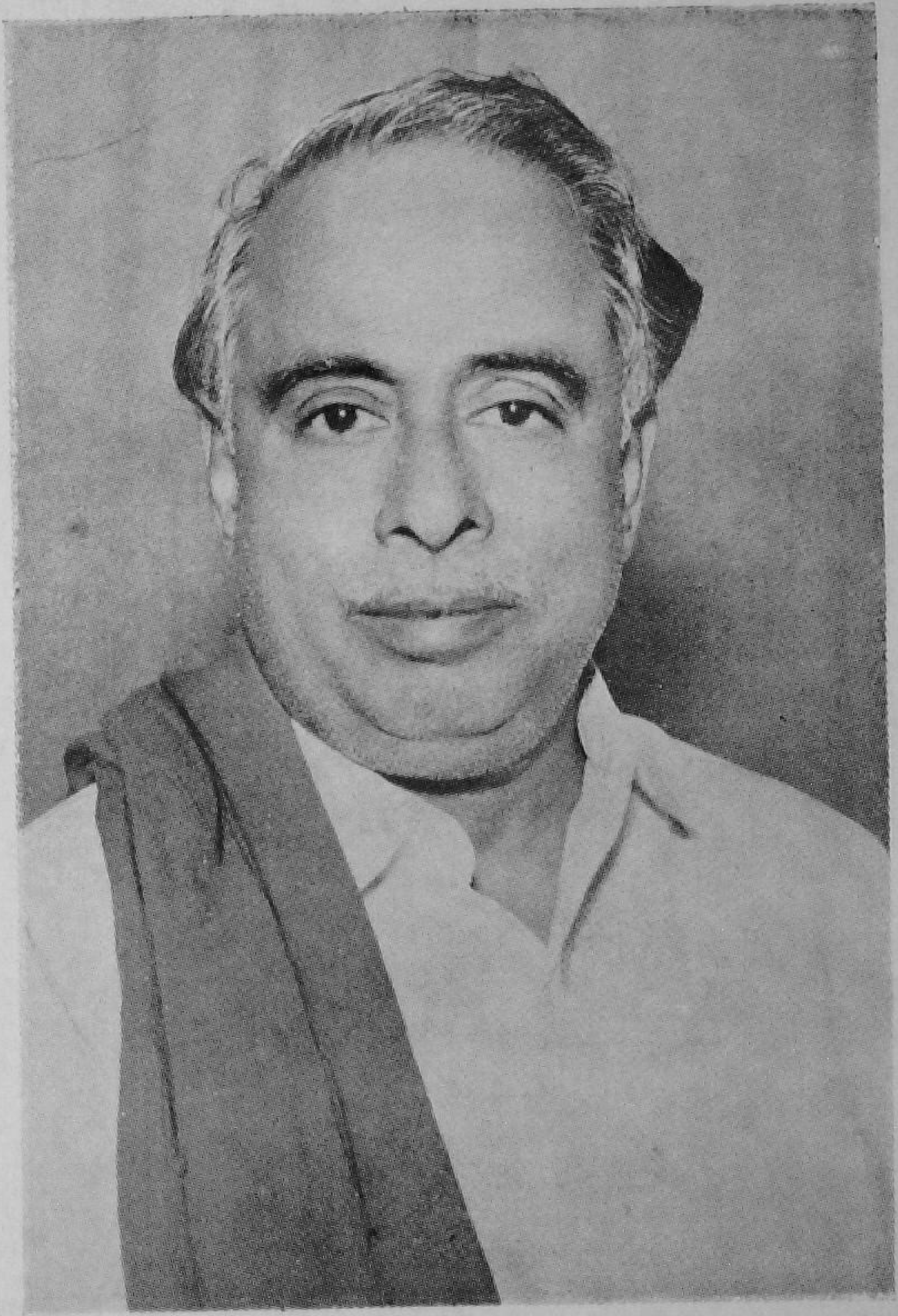

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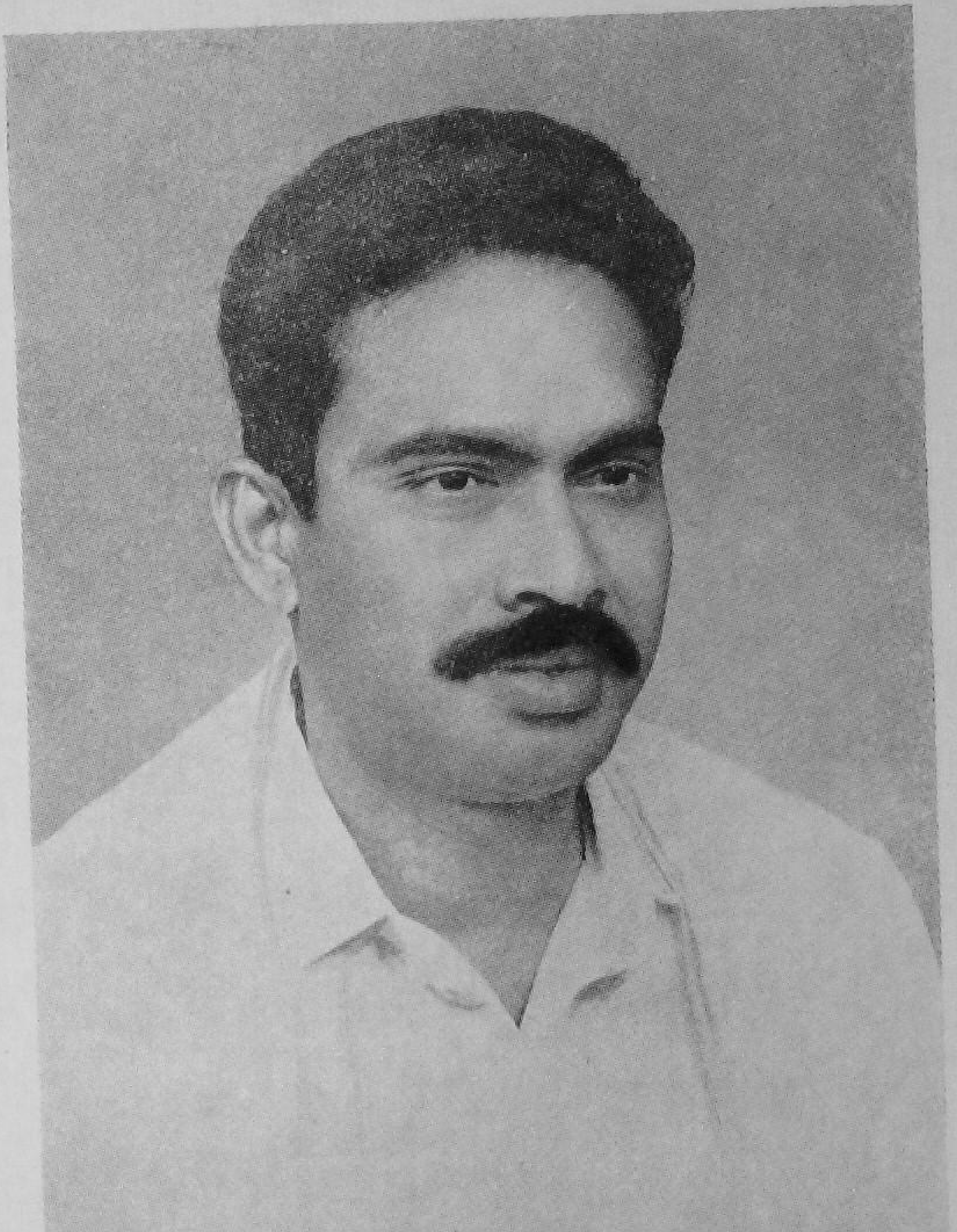
Chief Minister of Madras



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Minister for Local Administration

FOREWORD

The Government of Madras is happy to present this brochure on "Panchayat Development in Madras State", on the eve of the Conference of Chief Ministers and State Ministers of Community Development. The compendium gives in a nutshell, the various developmental programmes executed through the Panchayati Raj Institutions, and the progress made so far. Madras State has broken new ground in many of these nation-building activities and I hope that this little booklet will be useful to the delegates and aid our deliberations.

I am certain that Jefferson must have had in mind Local Self-Government when he said "We must dream of an aristocracy of achievements arising out of a democracy of opportunities". Let us hope that our discussions here will help us strengthen the Panchayat institutions and achieve substantial results in future.

M. MUTHUSWAMY,
Minister for Local Administration.

PANCHAYAT DEVELOPMENT IN MADRAS STATE.

State.—Madras State has been divided into fourteen revenue districts, with the Collector as head of each district. Of these 14 districts, Madras district, which is purely urban in character and coterminus with the Madras City Corporation, does not participate in panchayat development activities. Hence, the Panchayati Raj Institutions are functioning in the remaining thirteen revenue districts.

Revenue set-up.—Under the Revenue Administration each district is divided into revenue divisions, with a Revenue Divisional Officer as the head of each division. Each revenue division is further divided into taluks and a Tahsildar is placed in charge of the administration in the taluk. Again each taluk is subdivided into firkas with a Revenue Inspector in charge of each of the firkas. A revenue firka consists of many revenue villages and each revenue village is in charge of a village officer who is assisted by village karnam. The services of the last two categories of persons, namely, village officers and karnams are more or less honorary in character and they are paid remunerations for their services rendered to Government.

Panchayat set-up.—In the past, the revenue district mainly served as a territorial unit for purpose of land revenue and general administration. However, in the process of formulating and implementing Five-Year Plans of the State, the district is also now intimately associated with all activities of rural development. The expansion of rural development activities reached a stage, necessitating the need for constituting areas smaller in extent than the revenue district. Hence for purpose of rural development, each of the ten bigger revenue districts has been divided into two development districts, and the remaining three revenue districts have been constituted into three development districts. At present, there are 23 development districts in 13 revenue districts in the State.

The extent of Madras State is approximately 130,148 square kilometres with a population of 337 lakhs as per 1961 census. At present, there are 47 revenue divisions in the State, with 108 taluks having 645 firkas.

Under the panchayat set-up, there are 23 development districts having 374 panchayat unions and one block (Kalrayan Hills in South Arcot district). There are 12,864 panchayats, including 457 town panchayats and 14 townships, covering 17,389 revenue villages, as on 31st March 1966. The area covered by the Panchayat Development Programme is 111,530 square kilometres and the population 272 lakhs.

Details of revenue and panchayat set-up in the Madras State.

Serial number and district.	Revenue set-up. Number of				Panchayat set-up. Number of		
	Revenue divisions.	*Taluks.*	*Firkas.*	*District Development Councils.*	*Panchayat Unions.*	*Panchayats.*	*Villages.*
1 Madras	..	5	..	..	..	..	..
2 Chingleput	4	8	55	2	27	1,229	2,260
3 North Arcot.. ..	4	11	66	2	36	1,607	1,994
4 South Arcot * ..	4	8	59	2	34	1,758	2,415
5 Thanjavur	6	12	70	2	36	1,624	2,642
6 Tiruchirappalli ..	5	10	66	2	39	1,254	1,499
7 Madurai	4	8	48	2	34	891	1,139
8 Ramanathapuram ..	4	9	98	2	32	1,313	1,594
9 Tirunelveli	4	9	48	2	31	873	1,047
10 Salem	4	8	46	2	35	773	1,021
11 Coimbatore	4	9	51	2	41	850	961
12 Dharmapuri ..	2	4	30	1	16	598	697
13 Kanyakumari ..	1	4	..	1	9	46	66
14 The Nilgiris ..	1	3	8	1	4	48	54
	47	108	645	23	374	12,864	17,389

* Excludes Kalrayan Hills Block.

HISTORICAL RETROSPECT.

Panchayats, as units of Local Self-Government, have been known in Tamil Nad, from ancient days. The Vaikuntha-perumal temple at Uttiramerur in Chingleput district, contains the most valuable inscriptions on the walls. They throw a flood of light on the system of village government, village administration by the assembly, functional committees, etc., prevalent in those far off days.

These inscriptions, which are more than one thousand years old, bear testimony to the fact, that the system of administration by the 'Sabha', with its various committees, was more ancient, than the date of the inscriptions themselves. They record a Royal Order, received by the village, regulating the constitution and administrative set-up of the 'Sabha' and its committees, setting forth in detail, the procedure for election of members. It would be interesting to know, that the village was divided into twelve hamlets and there were further divisions into wards and the residents of each ward, elected their representatives, through the 'pot-ticket' (*Kuda Volai*) system. This, in modern terminology, would mean, casting of lot.

The inscriptions throw light on the rules relating to the conduct of elections, qualifications and disqualifications of candidates, the manner of their choice, appointment of committees, maintenance of village accounts, etc. From these, it is clear, that village panchayats had their roots in the hoary past, and flourished as centres of corporate life and culture.

But, during the foreign rule, the panchayats lost their moorings, dwindled in numbers, and ceased to function as effective civic bodies, for want of funds and patronage. However, the credit for realising the importance of these institutions, goes to Lord Ripon whose resolution of 1882, regarding the association of non-officials in the administration of local institutions, led to the passing of the Local Boards Act of 1884.

The origin, however, of the district boards should be traced to the Local Fund Act of 1871, which was the outcome of the desire on the part of the Government to provide a sound elementary education to the masses. The Act made specific provision for declaring a district or part of a district as circle and for constituting a Local Fund Board for every such circle, consisting of three or more non-official members nominated by the Government and an equal number of official members, appointed by the Government for a term of three years. The non-official members were chosen from among owners or occupiers of lands, or persons carrying on business or residing in a circle. The Collector of the district was the ex-officio President of each board, situated within his jurisdiction.

Some of the important functions of the Board were.—

(i) The maintenance of public roads or streets ;

(ii) management of hospitals, schools, choultries and markets ; and

(iii) the training and employment of vaccinators and medical practitioners, the sanitary inspectors of towns and villages and any other local works of public utility calculated to promote the health, comfort and convenience of the people.

The Act authorized the levy and collection of land cess (at the rate not exceeding one anna in the rupee on the annual rent value of all occupied land), house-tax (in villages or groups of villages or townships, in which a school supported by Government grants-in-aid existed) and tools on carriages, carts or animals passing along the roads within the circle.

Lord Ripon's Government desired that Provincial Governments should apply to their financial relations with local bodies, the principle of financial decentralisation. The principal services entrusted to rural bodies were communications, education and sanitation.

The Madras Local Board Act, 1884, conferred additional responsibilities on local boards which were for the first time called District Boards, instead of Local Fund Boards. Under this Act, three classes of local boards came into existence, viz., district boards, taluk boards, and unions. The unions were of two classes "Major" and "Minor". The administration of local affairs was vested in the district board› constituted for each revenue district consisting of not less than 24 members, who might all be appointed by the Government or might be partly so appointed and partly elected by the members of the newly created taluk boards from among their members or by the union boards (another newly created local body) and by the tax payers of the rural parts of the district. The Collector continued to be ex-officio President. The Act also provided for the election of President of district boards, from among the members of district boards, if the Government so directed. The members were to hold office for three years. All Revenue Divisional Officers were made ex-officio members. The local boards were empowered to levy, with the approval of the Government, any of the taxes authorised under the Act.

A taluk board was constituted for each taluk or group of taluks consisting of a President, and of not less than 12 members. The term of office of members was three years. The Revenue Divisional Officer was made an ex-officio member and President of the board. The taluk board funds consisted of one half of the proceeds of the tax levied by the district board in the area and transferred to the taluk boards by the district board and other fees such as licence for markets, etc., collected within the area of the taluk board. The revenue of district boards and taluk board were derived from land cess, from fees for the use of cart-stands, markets, slaughter-houses, etc., from tolls in the case of the maintenance of roads, bridges and other means of communications. The construction and maintenance of hospitals and dispensaries, the diffusion of education, the enforcement of measures relating to sanitation and public health and the establishment and maintenance of relief works in times of famine and scarcity, were the main functions.

The union boards were constituted for single village or groups of villages. They consisted of not less than five persons, the headmen of the villages constituting the union being ex-officio members. The boards levied a house-tax varying from four annas to four rupees according to the classification of the house. The duties and responsibilities of the board were the lighting of public roads, the cleaning of roads, drains, wells and other public places, the establishment and maintenance of dispensaries and schools and executing various public health measures.

The functions and financial resources of local boards, continue to this day to be very much the same as those in Lord Ripon's time.

Several amending Acts were passed by the State Legislature from time to time, with a view to rectify defects which were brought to notice in the working of the Madras Local Boards Act, 1884. In 1920, the State Government thought that it was necessary to have a comprehensive legislation to give effect to the new policy of the Government and to consolidate and amend the law relating to District Boards and the Madras Local Boards Act (Act XIV of 1920) was the result. The Act gave an independent status to each class of local boards and increased not only their strength but also the proportion of elected members, their resources and their powers. The taxation powers of all the three categories of Local Boards were enlarged. The Boards were authorised to levy profession tax on companies and firms and pilgrim tax. They were given a free hand in framing their budgets. Provision was made for the appointment of a District Board Engineer and a District Health Officer. The local boards thus became more or less autonomous and the Collector and the Government were empowered to interfere only in cases of emergency and maladministration. In the same year, the Madras Village Panchayats Act was also passed with the object of developing the system of self-Government in rural areas. The latter Act was, however, repealed in 1930 with the passing of Madras Act XI of 1930, which amended the Madras Local Boards Act, 1920, and made in comprehensive to include even the panchayats constituted before the repeal of the Madras Village Panchayats Act, 1920.

The Madras Village Panchayats Act, 1950 removed village panchayats from the ambit of the Madras Local Boards Act, 1920, after which the provisions of the latter Act which formerly related to panchayats were restricted to non-panchayats areas.

The name of the Madras Local Boards Act was altered into the Madras District Boards Act, 1920. The provision for the reservation of seats for Muslims, Indian Christians and Europeans in the Act was omitted by the Amending Act of 1951. The Act also limited the total number of reserved seat for the members of the Scheduled Castes, Anglo-Indian and women to one-fourth of the strength fixed for the district board. By another Act of 1951, the adoption of Madras Legislative Assembly electoral rolls and the alteration thereto for purposes of elections to district boards was provided for. Certain provisions of the Representation of the People Act, 1950, regarding the conduct of elections were embodied in the Madras District Boards Act by an Act of 1954.

The sources of income for district boards mainly consisted of proceeds of taxes like profession tax, entertainment tax and education tax, land cess, surcharge on stamp duty, licence fees, grants-in-aid by Government and compensation paid by Government for loss of income from tolls and licence fees on motor vehicles payable under the Motor Vehicles Taxation Act.

As the changes brought about by the Madras Village Panchayats Act, 1950, entailed a re-adjustment of the functions performed by district boards, the Government constituted a Committee in 1951 with Thiru Kuttikrishnan Menon as Chairman, to go into the question of abolition, retention or replacement of district boards, and in the case of their retention to suggest reforms required in the administration of district boards and for improving their financial resources, so as to make them efficient organs of local administration. The Committee submitted its report in 1953.

The Government also accepted the suggestion of a Member of the Legislative Assembly for setting up a High Level Committee to go into the question of reorganisation of local board, district board and panchayats.

In the meanwhile, the Planning Commission had been emphasising the need for developing Village Panchayats as the agency for village planning and development, and thus provide the foundation for the entire system of national planning. The proposals for the reorganisation of Panchayats were accodingly reviewed in the light of progress made till then in the implementation of the National Extension Service and other Rural Development Schemes and the further expansion of these schemes during the Second Five-Year Plan period.

In 1956, a White Paper on Local Administration was placed before the House outlining the conclusions then reached by the Government on the whole problem.

A Cabinet Committee was appointed to consider the future local administration in Madras State, including Madras Corporation in the light of the White Paper and other developments in the country. It recommended a number of measures. The most important of these recommendations related to the setting up of Panchayat Unions at development block level, instead of for smaller areas called Panchayat Union Circles.

A Study Team appointed by the Committee on Plan Projects set up by the Planning Commission visited this State and discussed with the State Government, its conclusions

regarding the process of "Democratic Decentralisation" and the future pattern of administration in the State. It was found that there was a large measure of agreement between the conclusions already reached by the Cabinet Committee and the conclusions reached by this study team.

Proposals were formulated after careful consideration. The White Paper was discussed in both Houses of Legislature. The two Houses passed resolutions setting up a Committee of the Legislature consisting of 16 members. Two sub-committees were set-up, one to consider the proposals relating to Madras City Corporation and the other for the panchayat administration.

The terms of reference of the Sub-Committee on Panchayat Administration were to go into the present financial resources of local bodies and their future requirements, and formulate detailed proposals for revision of the existing statutory allocation of resources to local bodies, as well as the institution of an appropriate system of Government grants .

The Bills were drafted on the basis of agreed conclusions reached in the Committee. After discussions and considerations by the Committee, the Bills were placed before Legislature for discussion in both the Houses.

As a result, the Madras District Development Council Bill, and the Madras Panchayats Bill, 1958 were passed by both Houses of Legislature, on the basis of active support from all political parties. Thus the Madras Panchayats Act, 1958 came into force.

IMPLEMENTATION OF THE PANCHAYAT ACT.

Eventhough, the Panchayat Act became Law in 1959, it took about 32 months, to complete the task, entrusted to the Government, by the Legislature. The task of bringing into existence, in an orderly fashion, the 374 Panchayat Unions, involved a considerable reformation of procedures and reorientation of thinking and approach, at all levels.

The completion of this reform was phased into three stages, over a period of one year. On 2nd October (Gandhi Jayanthi Day), 1960, the first batch of 75 blocks were formed into Panchayat Unions. On the Tamil New Year Day, 1961 (14th April), 179 Community Development Blockr were constituted into Panchayat Unions, and on the Gandhi Jayanti Day, 1961, the rest of the blocks were constituted into Panchayat Unions.

A well thought out and planned mass education programme, was launched. A series of four seminars, were organised in Madras, in April-May 1960, in which, prominent non-officials, like Members of Parliament, and State Legislature, and top-officials like the Collectors, Heads of Departments, Members of the Revenue Board, and Secretaries to Government, participated. Each seminar attended by about 60 officials and non-officials, was conducted for six days at the Madras Presidency College. The group discussions, paved the way, for mutual understanding of the field problems.

Seminars and celebrations were arranged at district and block levels with a view to publicise the decentralisation of power and entrustment of additional responsibilities to local bodies.

This mass education process reached its zenith, when the two-day State Panchayat Conference, was inaugurated by the then Prime Minister of India, Thiru Jawaharlal Nehru, on 8th October 1961, in Madras City. It was an unique occasion ; about 12,500 Panchayat Presidents, and women and Harijan members of the Panchayat Union Councils, etc., from different parts of the State, assembled in one place and passed resolutions regarding Panchayat Development activities. The message of the new panchayat administration, was explained at that historic conference, first of its kind, convened by a State Government, in India.

CONSTITUTION AND FUNCTIONS OF THE DISTRICT DEVELOPMENT COUNCIL.

A District Development Council has been formed with the District Collector as Chairman under the Madras District Development Council Act, 1958, for each of 23 Development Districts as a permanent advisory body consisting of Chairmen of all Panchayat Unions, all M.L.As., M.L.Cs. and M.Ps. of the district, Chairmen of Municipal Councils, Presidents of the Co-operative Central Banks and Gazetted Officers of Government in the district concerned with planning and execution of development schemes. There is no provision for co-option of any person as a member of the District Development Council. The District Collector is the ex-officio Chairman of both the District Development Councils in a district, where there is more than one Development District.

The District Development Council shall advise the Government on all matters relating to development schemes undertaken by all local authorities in the district as well

as those agencies in the district which are under the administrative control of the Government in certain departments of Government. It has got five Statutory Standing Committees for advising on the following subjects :—

(i) Food and Agriculture,

(ii) Industries and Labour,

(iii) Public Works,

(iv) Education, and

(v) Health and Welfare including Prohibition.

It shall also constitute additional Standing Committees for purposes, as it thinks fit. In addition, a Standing Committee called General Committee to deal with items of work which are general in nature covering all aspects of development has been constituted with the Collector as the Chairman and the Chairmen of the five Standing Committees as members.

The District Development Council shall meet as often as necessary, provided that, not more than three months shall elapse between two meetings of the council.

PANCHAYAT UNIONS.

Constitution.—Every local area forming a Development Block for the purpose of National Extension Service Scheme of Community Development, has been constituted as a Panchayat Union. The average extent of a Panchayat Union is about 115 square miles having an average population of 73,000. A Panchayat Union Council has been constituted as governing body for each Panchayat Union. There are at present 374 Panchayat Union Councils in the State and the Panchayat Union Council has not yet been constituted for the Kalrayan Hills area, in South Arcot District.

Distribution of Blocks in Madras State according to area and population.

Area in square kilometre.	*Population in ' Zeros.*									
	Less than 30	30–40	40–50	50–60	60–70	70–80	80–90	90–100	*Greater than* 100.	*Total.*
Less than 100	..	..	..	1	..	..	..	1	2	4
100–150	..	..	4	7	2	2	5	1	2	23
150–200	..	1	6	15	15	3	6	5	4	55
200–250	2	1	1	13	13	20	9	4	1	64
250–300	..	1	3	17	26	9	8	8	4	76
300–350	..	..	4	4	18	15	8	6	1	56
350–400	1	..	1	1	6	6	7	1	1	24
400–450	..	..	1	4	8	4	7	5	4	33
450–500	..	..	1	2	3	2	3	2	3	16
500–550	..	..	..	..	1	1	1	1	..	4
550–600	..	..	..	..	1	4	1	2	1	9
600–650	..	..	..	..	..	..	3	1	1	5
700–750	..	..	..	..	..	..	..	2	..	2
800–850	..	..	..	..	1	..	..	..	..	1
Greater than 1,000	..	..	..	..	..	..	..	..	2	2
	3	3	21	64	94	66	58	39	26	374

(100 Sq. Km. = 24,710 acres).
(101 Sq. Km. = 25,000 acres approximately).

Composition.—A Panchayat Union consists of Panchayats constituted under the Madras Panchayats Act, 1958. Panchayat is the base of the organisation. A village panchayat constituted under this Act, comprised of a revenue village or villages or portions of two or more revenue villages with a minimum population of 500. But localities with a population of 5,000 or above and with a normal income of Rs. 10,000 and above are classified as Town Panchayats. A Panchayat Union is composed of all the Village Panchayats, Town Panchayats and Township Committees constituted under Madras Panchayats Act, 1958 in the area. There are about 12,900 Panchayats including 457 Town Panchayats in the State. About half the number of the Panchayats are constituted for single revenue villages. About 10 per cent of the total panchayats are having less than one revenue village, and the remaining panchayats are having more than one revenue village.

Election of members.—Every Panchayat is divided into wards for the purpose of election of members. The election of members to Panchayats is on the basis of adult franchise and the Legislative Assembly electoral rolls are adopted for this purpose. The method of voting is by secret ballot, by the system of marking on ballot papers. Rules have been framed by Government, laying down the procedure for the conduct of election of members. The validity of any election held under the Madras Panchayats Act, 1958 can be questioned only by means of an election petition filed before the Court of the District Munsif having jurisdiction over the area. The term of office of members is five years. When no woman gets elected to a Panchayat from the wards the Panchayat should co-opt one woman, whose name appears in the electoral roll of the Panchayat. The number of members

of a Panchayat shall not be less than 5 or more than 15. The Act also provides for the reservation of seats, not exceeding three, for the members of the Scheduled Castes/ Scheduled Tribes, with reference to their population in the village. The actual strength of a Panchayat is fixed with reference to the population of the village.

President and Vice-President.—The President and Vice-President of the Panchayat are elected by its members from among themselves. The President is the executive authority in the case of Village Panchayats. Executive Officers are appointed for the Town Panchayats. The Executive Officers are charged with the duty of carrying on the day-to-day administration and also implementing the resolutions passed by the Panchayat.

Motion of No-confidence in Presidents and Vice-Presidents.—If a motion expressing want of confidence in a President or Vice-President of a Panchayat is carried with the support of not less than two-thirds of the sanctioned strength of the Panchayat, the Inspector (The District Collector) shall remove such President or Vice-President from Office.

Removal of President or Vice-President.—A President or Vice-President may be removed from office by the Inspector (District Collector), if in his opinion, the President or Vice-President wilfully omits or refuses to carry out, or disobeys, the provision of the Act or any rules, bye-laws, etc., or abuses the powers vested in him, after acceptance of the proposal by the Panchayat.

Cancellation of resolutions of Panchayats.—The Inspector (District Collector) may suspend or cancel any resolution or order, etc., of a Panchayat if, in his opinion, such resolution

or order, etc., has not been legally passed or issued or is in excess of the powers conferred by the Act, or an abuse of power or is considered by the Inspector, to be otherwise undesirable, or the execution of such resolution or order, etc., is likely to cause danger to human life, health or safety or is likely to lead a riot or an affray. Before taking action on any of the said grounds, the Inspector should give an opportunity to the Panchayat for explanation.

Dissolution of Panchayats.—The Government may dissolve a panchayat, if in their opinion, it is not competent to perform or persistently makes default in peforming the duties imposed on it by law, or exceeds or abuses its powers. Before doing so, the Panchayat will be given a reasonable opportunity to show cause against the proposal and its explanation and objections, if any, will be considered by the Government.

Composition of Panchayat Union Council.—A Panchayat Union Council consists of the Presidents of all Panchayats in the Panchayat Union and one non-official member of each Township Committee in the Panchayat Union. Provision has been made for co-option of women members and members of the Scheduled Castes or Scheduled Tribes to ensure that there are three women members and three members of the Scheduled Castes and Scheduled Tribes, on the Panchayat Union Council.

The Government have been empowered to specify any Panchayat Union by notification and upon the issue of such notification all members of Panchayats and Township Committees in that Panchayat Union, shall become members of the Panchayat Union Council. If there is only one Panchayat or one Township Committee in a Panchayat Union, all members of that Panchayat or Township Committee shall automatically become members of that Panchayat Union Council.

Participation of M.L.As. and M.L.Cs.—A M.L.A. whose constituency comprises the whole or any part of a Panchayat Development Block and a M.L.C. residing in a Panchayat Development Block, can take part in the proceedings of the Panchayat Union Council without any voting right. A M.L.A. or M.L.C. who by virtue of his holding office, as President of a Panchayat, becomes a member of the Panchayat Union Council, may stand for election as Chairman or Vice-Chairman of the Panchayat Union Council.

Term of office of members.—The term of office of members of every Panchayat Union Council, including co-opted members will expire on the date of expiry of the term of five years specified for members of Panchayats.

Chairman and Vice-Chairman.—There are a Chairman and a Vice-Chairman for every Panchayat Union Council. They are elected from among the members of the Panchayat Union Council. The rules for the election of Chairman and Vice-Chairman of Panchayat Union Council issued by the Government ensure, that the person elected as the Chairman or Vice-Chairman obtains an absolute majority of votes and not merely a simple majority of votes.

Motion of No-confidence in Chairman and Vice-Chairman.—If a motion expressing want of confidence in a Chairman or Vice-Chairman of a Panchayat Union Council is carried with the support of not less than two-thirds of the sanctioned strength of the Panchayat Union, the Government shall remove such Chairman or Vice-Chairman from office.

Removal of Chairman or Vice-Chairman.—A Chairman or Vice-Chairman may be removed from office by the Government, if in the Government's opinion the Chairman or Vice-Chairman wilfully omits or refuses to carry out or disobeys

the provisions of the Act or any rules, bye-laws, etc., or abuses the powers vested in him, after acceptance of the proposal by the Panchayat Union Council.

Cancellation of Resolutions of Panchayat Union Council.—The Inspector (Director of Rural Development) may suspend or cancel any resolution or order, etc., of a Panchayat Union Council if, in his opinion, such resolution or order, etc., has not been legally passed or issued or is in excess of the powers conferred by the Act or an abuse of power or is considered by the Inspector to be otherwise undesirable ; or the execution of such resolution or order, etc., is likely to cause danger to human life, health or safety or is likely to lead to a riot or any affray. Before taking action on any of the said grounds, the Inspector should give an opportunity to the Panchayat Union Council for explanation.

Dissolution of Panchayat Union Council.—The Government may dissolve a Panchayat Union Council, if in their opinion it is not competent to perform or persistently makes default in performing the duties imposed on it by law, or exceeds or abuses its powers. Before doing so, the Panchayat Union Council will be given a reasonable opportunity to show cause against the proposal and its explanations and objections if any, will be considered by the Government.

SUPERVISION AND CONTROL.

Panchayat.—The Government exercise supervision and control over the Panchayats through the Director of Rural Development, the Collectors assisted by Revenue Divisional Officers and Divisional Panchayat Officers.

Panchayat Union.—The Government exercise control over Panchayat Union Councils, through the Director of Rural Development and the Collectors of the districts. The audit of the accounts of the Panchayat Union Councils is done by the local fund audit staff of the Government, under the Examiner of Local Fund Accounts.

Thus, it may be seen that a three tier system of local administration, namely Panchayat at village level, Panchayat Union Council at the block level and the District Development Council at the district level is functioning in the State and the District Development Council at the district level will form the apex of this system.

ROLE OF DISTRICT COLLECTORS IN THE NEW SET UP AND ASSISTANCE PROVIDED TO THEM FOR GENERAL ADMINISTRATION OF THE DISTRICT.

The Collector is intimately connected with all activities of rural development in the district. He is the Chairman of the District Development Council and his office provides all secretarial assistance necessary for the conduct of the Council and its Standing Committees. The office of the Collector has been suitably reorganised to deal with panchayat development. Besides the ministerial staff for the purpose, the Collector has also been sanctioned with Personal Assistants in the scale of pay of Deputy Collectors to look after the Panchayat Developmental activities in the district.

The Collector is also assisted by the Revenue Divisional Officer who combines in himself the supervisory functions both on development side and on revenue side, so far as his division is concerned. All the development grants to the

unions are being sanctioned by the Revenue Divisional Officer, on post-execution basis, on the basis of extracts of expenditure furnished by the Commissioners. The Revenue Divisional Officer also reviews the programmes and is primarily responsible for the execution of the development programmes through the Unions. He holds monthly staff meetings with the Commissioners, the Engineering Staff, the Extension Officers (Panchayats) and the Tahsildars to review the progress of development scheme and also to issue co-ordinated directions to revenue staff and the development staff. The Revenue Divisional Officer has also to watch the panchayat revenue collection and ensure that the revenue staff take necessary action to collect and remit panchayat revenue. The office of the Revenue Divisional Officer has also been suitably reorganised to cope with the increased work connected with Panchayat Development. The Revenue Divisional Officers are subordinate to the Collectors. The Collector is, therefore, in a position to exercise proper supervision over all matters connected with Panchayat Administration in his district. The staff sanctioned in the Collectors' and Revenue Divisional Officers' offices for Panchayat Development are as follows :—

Collector's Office.	*Revenue Divisional Office.*
P.A. (P.D.)	Divisional Panchayat Officers.
Sharistadar	Additional Panchayat Officers.
Head Clerk	Head Clerk.
Accountant	Accountant.
Assistant	Assistant.
Clerk	Clerk.
Typist	Typist.
Stenographer	....
Attenders	Attender.
Driver	Last Grade Servant.

SYSTEM OF SECRETARIAT ASSISTANCE GIVEN TO THE PANCHAYATS.

Town Panchayats.—In Madras State, Panchayat and Panchayat Unions are together in charge of the implementation of Development Programmes. The administration of Town Panchayat is carried on by an Executive Officer assisted by a small complement of clerical staff, an attender and Bill Collectors (number depending upon the grade of the Town Panchayat). The expenditure is met from panchayat funds.

Village Panchayats.—In the case of Village Panchayats, the panchayats are free to employ the karnam or a clerk for the performance of the clerical duties relating to general administration including the maintenance of minutes of meetings and the cash accounts of receipts and expenditure. The cost is met from panchayat funds. The services of panchayat clerks in villages should be normally deemed to be part-time service.

Panchayat Union.—The Block (panchayat union) is the unit of planning and development. The various activities relating to panchayat development are fully reflected only at this level. The receipts and expenditure in respect of the Village Panchayats also pass through the accounts of the Panchayat Union. Further the execution of the Community Development Programme has been statutorily entrusted to the Panchayat Unions. There is thus the need for sufficient staff at this level and accordingly the following staff are sanctioned to each panchayat union :—

Paid from Government Funds—

1. Block Development Officer (Commissioner, Panchayat Union).

2. Extension Staff for Community Development Work as prescribed by Government of India.

3. Accountant.
4. Assistants—2.
5. Gramasevak (Grade I—3, Grade II—7)
6. Gramasevikas—2.
7. Jeep Driver.
8. Minor Irrigation Overseer.
9. Manager.

Paid from Panchayat Union Funds—

10. Head Clerk.
11. Typist.
12. Cashier.
13. Clerks.
14. Attenders.
15. Last Grade Servants.

DELEGATION OF POWERS AND FUNCTIONS TO THE PANCHAYATS AND PANCHAYAT UNIONS.

The Madras Panchayats Act itself provides for the function of the Panchayats and Panchayat Unions—both obligatory and discretionary, in addition to the functions entrusted to them by Government.

Panchayats.—The obligatory functions of a Town or Village Panchayat are—

(*a*) the construction, repair and maintenance of all village roads, that is to say, all public roads in the village or town (other than those classified as National Highways, State Highways, major district roads and Panchayat Union roads) and of all bridges, culverts, road-dams and causeways on such roads ;

(*b*) The lighting of public roads and public places in built-up areas ;

(*c*) the construction of drains and the disposal of drainage water and sullage ;

(*d*) the cleaning of streets, the removal of rubbish heaps, jungle growth and pricklypear, the filling in of disused wells, insanitary ponds, pools, ditches, pits or hollows, and other improvements of the sanitary conditions of the village or town ;

(*e*) the provision of public latrines and arrangements to clean latrines whether public or private ;

(*f*) the opening and maintenance of burial and burning grounds ; and

(*g*) the sinking and repairing of wells, the excavation, repair and maintenance of ponds or tanks and the construction and maintenance of water works for the supply of water for washing, bathing purposes and of protected water for drinking purposes.

The discretionary functions of a Village or Town Panchayat are—

(*a*) planting and preservation of trees on the sides of all public roads in the village or town subject to mutually agreed terms and conditions between the Panchayat and the authority which maintains the road, in case the road is not maintained by the Panchayat itself ;

(*b*) the lighting of public roads and public places in area other than built-up areas ;

(*c*) the opening and maintenance of public markets other than markets which are classified as Panchayat Union markets ;

(*d*) the control of fairs and festivals other than those classified as Panchayat Union fairs and festivals ;

(*e*) the opening and maintenance of public landing places, halting places and cart-stands and of public cattle-sheds ;

(*f*) the opening and maintenance of public slaughter-houses ;

(*g*) the opening and maintenance of reading rooms ;

(*h*) the establishment and maintenance of wireless receiving sets, playgrounds, parks, sports clubs and centres of physical culture ;

(*i*) the opening and maintenance of literacy centres and centres for imparting social education ; and

(*j*) the construction of works of public utility and the provision of other facilities for the safety, health, comfort, convenience, culture or recreation of the inhabitants of the village or town.

Panchayat Union Council.—The Panchayat Union Councils are statutorily entrusted with execution of the National Extension Service Scheme of Community Development. Their functions include *inter-alia* certain other items as enumerated below :—

(*a*) the construction, repair and maintenance of all public roads in the panchayat union which are classified as panchayat union road and of all bridges, culverts, road-dams and causeways on such roads ;

(*b*) the establishment and maintenance of dispensaries and the payment of subsidies to rural medical practitioners ;

(*c*) the establishment and maintenance of maternity and child-welfare centres, including the maintenance of a "thayi" service and offering advice and assistance to mothers in family planning ;

(*d*) the construction and maintenance of poor houses, orphanages, shops, stalls, plinths, the training and employment of vaccinators, the removal of congestion of population and the provision of house-sites ;

(*e*) the opening, maintenance and expansion or improvement of elementary schools, including the payment of grants to private managements in respect of elementary schools ;

(*f*) preventive and remedial measures connected with any epidemic or with malaria ;

(*g*) the control of fairs and festivals classified by the Panchayat Union Council as those reserved for control by it ;

(*h*) veterinary relief ;

(*i*) the extension of village sites and the regulation of building ;

(*j*) the opening and maintenance of public markets which are classified as panchayat union markets ;

(*k*) the maintenance of statistics relating to births and deaths ;

(*l*) the establishment and maintenance of choultries ; and

(*m*) improvements of agriculture, agricultural stock and the holding of agricultural shows.

The Unions look after communications, elementary education including aided schools, minor irrigation tanks (up to 200 acres ayacut), rural dispensaries (not primary health

centres) child welfare centres and all community development programmes. Primary health centres are managed by the State Health Department.

A Panchayat Union utilises the panchayats in its jurisdiction as its agency for execution of development programmes at the village level. The Panchayat Union is not a supervisory body over panchayats. Only in respect of those functions which Panchayat Union has delegated to panchayats as an agency, the Union supervises the work of Panchayats. As the District Development Council is purely an advisory body, it has no executive functions.

SOURCES OF INCOME.

Panchayats.—Under the Madras Panchayats Act, 1958, house tax, profession tax and vehicles tax are levied compulsorily by a Panchayat, subject to maximum and minimum rates laid down by the Government. The Panchayat may also levy in the village or town, as the case may be, a tax on agricultural land for a specific purpose, subject to such rules as may be prescribed and with the sanction of the Inspector (Collector).

The other sources of revenue to the Panchayats include, income from levy of fees on markets and cart-stands and from the other remunerative enterprises and licence fees on dangerous and offensive trades and a duty on transfers of property and the proportionate share of the proceeds of entertainment tax. Further, on every rupee of house tax collected by a village panchayat, an equal amount is paid by the Government, as grant, which is called the "Village House Tax Matching Grant".

Panchayat Unions.—The main sources of income of the Panchayat Union Council are part of the local cess collected in the development block, the entire local cess surcharge collected, the local cess surcharge matching grant paid by the Government, land revenue assignment, the local roads grant, local education grant and surcharge on entertainment tax and show tax.

Collection of land revenue by the Panchayats.—The land revenue and the cesses referred to above and other panchayat taxes are collected by the village officers who are under the control of the Revenue Department. In view of the duties performed by village officers on behalf of the Panchayat Unions and Panchayats in the matter of collection of taxes, etc., the Government are paying the village officers concerned an allowance called " Panchayat Development Allowance " every month the expenditure in respect of which is met by the State Government.

FORMULATION OF PANCHAYAT DEVELOPMENT SCHEMATIC BUDGET.

All the community development blocks except Kalrayan Hills have come into position as Panchayat Unions. Before the advent of the Panchayat Union Councils, the expenditure in the blocks had been regulated in accordance with the Block Schematic Budget. Community Development Programme had been in operation in two stages, *viz.*, Stage I and Stage II. Each Stage I block was eligible for a financial content of Rs. 12 lakhs for a period of five years and each Stage II block had been eligible for a provision of Rs. 5 lakhs for a like period.

With the constitution of Panchayat Union Councils, the Government have entrusted to them, the execution of the National Extension Service Scheme of Community Development including in particular all measures relating to the development of agriculture, animal husbandry, fisheries, village industries, etc. With the entrustment of the execution of the Community Development Programme to the Panchayat Union Councils, the stage of the blocks has lost its significance at the district and block level except for claiming assistance from the Government of India at the State level. The entrustment of development programmes at the block level to the village panchayat and panchayat Union was completed between January and April 1962. One of the principles underlying the implementation of the Community Development Programme was that the block should be treated as unit of planning and development and that Government departments should canalize their funds through the agency of blocks. This would have resulted in diffusion of efforts and would not produce tangible results.

The Madras Government had, on the other hand, formed the Panchayat Development Schematic Budget which is a pooling of the financial provisions of different departments as well as the local resources which have to be mobilised by the Panchayat Unions. The Panchayat Development Schematic Budget constitues for every Panchayat Union, a plan for the mobilisation of resources and is also a preliminary to the formulation of the physical plan. All that the Panchayat Unions have to do is to work out the plan in terms of the Panchayat Development Schematic Budget without looking to different departments of the Government for direction and financial support. This reform has brought about an enlargement of the financial resources available for a block.

THIRD AND FOURTH PLAN PANCHAYAT DEVELOPMENT SCHEMATIC BUDGET.

In the light of the experience gained during the Third Plan, the Government have tentatively formulated a Panchayat Development Schematic Budget for the Fourth Plan also. It has been estimated that the Fourth Plan Budget will be of financial magnitude of Rs. 188 crores as against Rs. 142 crores for the Third Plan. This provision works out roughly to Rs. 50 lakhs per block during the Fourth Plan as against Rs. 38 lakhs per block for the Third Plan. The statement below gives a comparative study of the Third and Fourth Plan provisions in terms of financial targets. Certain new schemes, *viz.*, drainage, maintenance of dispensaries etc., which were not provided for in the Third Plan Panchayat Development Schematic Budget, are included in the Fourth Plan Schematic Outlay.

COMPARATIVE STATEMENT SHOWING THE PROVISION IN THE THIRD AND FOURTH PLAN PANCHAYAT DEVELOPMENT SCHEMATIC BUDGET.

Name of the Scheme.	*Panchayat Development Schematic Budget.*	
	Provision in Third Plan.	*Provision in Fourth Plan.*
(1)	(2)	(3)
	(RS. IN LAKHS.)	
I. LOCAL REVENUE (ORDINARY).		
1 Local Cess	11,25·00	13,50·00
2 Local Cess Surcharge	5,00·00	8,00·00
3 Stamp Duty Surcharge	5,00·00	10,00·00
4 Surcharge on Entertainment Tax and Show Tax.	..	2,50·00
5 Village House Tax	4,00·00	5,00·00
6 Minor Local Revenues	4,00·00	7,50·00
Total ..	29,25·00	46,50·00

Name of the Scheme.	Panchayat Development Schematic Budget. Provision in Third Plan.	Provision in Fourth Plan.
(1)	(2)	(3)
	(RS. IN LAKHS.)	
II. GOVERNMENT GRANTS (STATUTORY).		
7 Land Revenue Assignment	15,00·00	13,50·00
8 Local Education Grant	18,00·00	24,00·00
9 Local Cess Surcharge Matching Grant ..	5,00·00	8,00·00
10 Local Roads Grant	6,00·00	5,50·00
11 Village House Tax Matching Grant ..	4,00·00	5,00·00
Total ..	48,00·00	56,00·00
III. GOVERNMENT GRANTS (NON-STATUTORY).		
12 Supplementary Education Grant ..	12,00·00	12,00·00
13 Special Dearness Allowance Grant to Teachers.	..	4,00·00
14 School Meals Grant	6,00·00	8,00·0
15 Social Education Grant	1,50·00	75·00
16 Women and Children Welfare Grant ..	1,00·00	1,20·00
17 Village Works Grant—		
(i) Link Roads	..	7,00·00
(ii) Water-supply	15,00·00	12,00·00
(iii) School Building	2,00·00	4,00·00
(iv) Drainage	..	1,00·00
18 Local Irrigation Grant	2,00·00	4,50·00
19 Agricultural Grant	7,50·00	7,56·25
20 Grant for Maintenance of Maternity Centres.	..	5,00·00
21 Maintenance Grant for Dispensaries ..	..	95·00
Total ..	47,00·00	67,96·25
IV. LOCAL REVENUES (SPECIAL).		
22 Local Irrigation Fees .. .. .. } 23 Village Development Rates .. .. }	13,00·00	13,00·00
24 Voluntary Development Contribution to Town Panchayats.	5,00·00	5,00·00
Grand Total ..	1,42,25·00 or 142 crores.	1,88,46·25 or 188 crores.

DETAILS OF THE DIFFERENT SOURCES OF INCOME UNDER THE PANCHAYAT DEVELOPMENT SCHEMATIC BUDGET DURING THE THIRD PLAN PERIOD.

1. Local Cess.

Section 115 of the Madras Panchayats Act, 1958, provides for the levy of local cess at an uniform rate of 45 paise in the rupee of land revenue in the State and for the distribution of the proceeds of this levy between Panchayats and Panchayat Unions. Out of the proceeds of the local cess collected, four-ninths is to be credited to the Panchayat Union Education Fund. Out of the balance, a proportion is to be credited to the Village Panchayat Fund which will ensure that the panchayats will get 20 paise per capita. The balance is to be rcedited to the Panchayat Union General Fund.

2. Local Cess Surcharge.

Section 116 of the Madras Panchayats Act, 1958, provides that every Panchayat Union Council may levy a local cess surcharge at such rate as may be considered suitable as an addition to the local cess levied under section 115 subject to such maximum as may be prescribed.

The surcharge so levied is initially credited to the Panchayat Union General Fund. But part of the receipts from local cess surcharge (and the corresponding matching grant referred to in item 8 below) will have to be transferred to the Panchayat Union Education Fund.

3. Stamp Duty Surcharge.

The duty on transfer of property shall be levied in the form of a surcharge on the duty imposed by the Indian Stamp Act, 1899; on every instrument of the description mentioned

in section 124 of the Act relating to immovable property and the entire proceeds are to be credited to the Village Panchayat Fund.

4. Village House Tax.

This tax is compulsory under section 119 (i) of the Act and this income is exclusively allotted to village panchayats.

5. Minor Local Revenue.

This relates to income derived from (1) Market Fees, (2) Entertainment Tax, (3) Licence Fees, (4) Profession Tax, (5) Vehicle Tax and (6) Fishery Rentals and the proceeds are divided among the Panchayats and Panchayat Unions in the ratio 2 : 3.

6. Land Revenue Assignment.

Section 118 of the Act lays down that Government shall pay to each Panchayat Union Council a sum represnting one rupee for each individual of the population of the panchayat development block from out of the land revenue collected in the State during that year. The income from this source will be credited to the Panchayat Union Education Fund.

7. Local Education Grant.

The Government shall pay annually to every Panchayat Union Council a Local Education Grant and the amount varies from union to union depending upon their classification.

8. Local Cess Surcharge Matching Grant.

Government will pay the Panchayat Union a matching grant corresponding to the Local Cess Surcharge levied by the Panchayat Union under section 116 of the Act.

9. Local Roads Grant.

The Act provides for the payment of a sum calculated at the rate of 40 paise per capita to the Panchayat Union Council to enable it to maintain panchayat union roads.

10. Village House Tax Matching Grant.

This is a matching grant corresponding to the house tax raised by the panchayats under section 120 and is credited to the panchayat fund.

11. Supplementary Education Grant.

A non-statutory Supplementary Education Grant will be paid to each Panchayat Union to meet the increased commitment on the payment of higher salaries to teachers.

12. School Meals Grant.

The Scheme envisages payment of 6 paise per child per meal by the Government.

13. Social Education Grant.

Each Panchayat Union will receive an amount equal to 50 paise per capita as Social Education Grant.

14. Women and Children Welfare Grant.

The total provision available for this purpose on the basis of National Extension Service will be divided equally among all the Panchayat Unions.

15. Village Works Grant.

Under the consolidated scheme, there will be a Village Works Grant for every Panchayat Union limited to the provision of school buildings, a separate Village Works Grant to each Panchayat Union for the provision of drinking water-supply

and link roads. As regards water-supply, Government will pay 75 per cent of the expenditure as grants. In the case of link roads, the grant varies from 50 to 80 per cent of the expenditure depending upon the classification of the Panchayat Union. The grant for the construction of school building is on the basis of Rs. 15 for every child to be newly enrolled during the plan period.

16. Local Irrigation Grant.

A grant calculated on the basis of the ayacut of the tanks under Minor Irrigation Sources handed over to the Panchayat Union will be paid for their maintenance. Besides, Government will also pay two-thirds of the expenditure on excess Kudimaramath in case the expenditure on Kudimaramath exceeds Re. 1 per acre of the ayacut.

17. Agricultural Grant.

A sum of Rs. 2 lakhs was ear-marked as Agricultural Grant for each Panchayat Union during the Third Plan period. This covers the provisions for the development of agriculture, animal husbandry and fisheries. Raising of panchayat plantations, promotion of green manuring, supply of equipments and implements, distribution of pesticides, supply of improved seeds are some of the important items covered under agriculture.

Construction of veterinary dispensary buildings, distribution of pedigree bulls and rams, etc., are contemplated under animal husbandry and fishery, establishment of fish nurseries and distribution of fingerlings are given importance.

18. Local Irrigation Fees.

This represents the fee to be levied by the Panchayats to meet the *Kudimaramath* works on behalf of the ryots.

19. Village Development Rates.

This represents the tax to be levied on agricultural land for specific purposes by the Panchayats.

20. Voluntary Development Contribution.

The Panchayats and Panchayat Unions will have to raise funds in the form of voluntary contributions to meet their share of contribution for various items of expenditure.

EXPENDITURE DURING THE THIRD FIVE-YEAR PLAN AND DURING 1966–67 UNDER MAIN SCHEMES IN PANCHAYAT DEVELOPMENT SCHEMATIC BUDGET.

A Statement showing the yearwise expenditure under different heads of the Panchayat Development Schematic Budget is given below :—

Scheme. (1)	1961–62. (2)	1962–63. (3)	1963–64. (4)	1964–65. (5)	1965–66. (6)	1966–67. (7)
			(RUPEES IN LAKHS.)			
I. Grants for developmental purposes.						
1 Local Cess Surcharge Matching Grant.	85·24	127·53	159·93	175·38	199·12	210·48
2 Land Revenue Assignment	162·97	274·00	270·68	268·30	264·71	264·19
3 Local Education Grant	455·03	470·88	475·86	511·18	531·00	568·72
4 Supplementary Education Grant ..	..	198·37	206·35	218·86	238·95	254·68
5 Social Education Grant .. .. }	14·23 (5 and 6)	25·78	22·38	26·23	20·89	8·47
6 Women and Children Welfare Grant. }		4·45	11·02	15·75	23·16	18·61
Total ..	717·47	1,101·01	1,146·22	1,215·70	1,277·83	1,325·15
7 Agricultural Grant—						
(i) Agriculture .. .. .. }	41·83 ((i), (ii) and (iii))	76·80	101·06	101·66	105·06	80·50
(ii) Animal Husbandry .. .. }		10·62	17·57	18·11	23·76	23·65
(iii) Fisheries .. .. }		0·46	3·09	2·91	6·58	2·13
Total ..	41·83	87·88	121·72	122·68	135·40	106·28

8 Village Works Grant—						
(i) Link Roads	128·46	151·51	124·06	117·07	120·60	108·41
(ii) Water-supply	134·69	149·19	110·43	102·27	91·43	101·10
Total ..	263·15	300·70	234·49	219·34	212·03	209·51
(iii) School buildings	50·25	45·10	33·81	33·89	38·88	42·55
Total, Village Works Grant	313·40	345·80	268·30	253·23	250·91	252·06
Total, Grant for Development purposes.	1,072·70	1,534·69	1,536·24	1,591·61	1,664·14	1,683·49

II. Grants for non-developmental purposes.

1 Local Roads Grant	79·33	99·10	128·60	110·02	*110·06	116·09
2 Village House Tax Matching Grant.	37·13	77·32	85·71	96·08	88·56	92·21
3 Local Irrigation Grant	13·59	25·86	28·59	35·94	56·59	53·39
4 School Meals Grant	152·41	143·58	126·79	147·50	168·23	175·53
Total ..	282·46	345·86	369·69	389·54	423·44	437·22
Grand Total, I and II ..	1,355·16	1,880·55	1,905·93	1,981·15	2,087·58	2,187·57

* The figures booked in the office of the Accountant-General for 1965–66 under Local Roads Grant were Rs. 106·17 lakhs. A sum of Rs. 3·89 lakhs being a misclassification (Thanjavur) could not be rectified by the Accountant-General before the accounts were closed.

SCHEMES UNDER AGRICULTURE, ANIMAL HUSBANDRY AND FISHERIES DURING THE FOURTH FIVE-YEAR PLAN.

During the Third Plan period, a sum of Rs. 2 lakhs was placed at the disposal of each union as Government grant for implementing a set of production schemes. The union matched this grant with a contribution of Rs. 50,000 and implemented the schemes suggested by the Government. In the execution of these schemes, local variations and special requirements of different areas were not taken into consideration. An uniform pattern for the State as a whole was followed.

With a view to formulate schemes suited to local conditions and also involve the Panchayat Union Councils in the process of planning the Fourth Plan, Government requested the Panchayat Union Councils to draw up production schemes and send them to Government.

Government considered the schemes sent by the Panchayat Unions and classified them under two categories namely, 'Essential Schemes' and 'Optional Schemes'. Certain schemes are entrusted to the Panchayats for execution while others are entrusted to the Panchayat Unions.

Essential Schemes.—Schemes which have been proposed by a very large number of unions, which can be implemented in almost all blocks and which are felt to be essential in stepping up production have been classified as 'Essential Schemes'. The Panchayat Unions should execute all these schemes without reducing the ceiling fixed on expenditure r dropping any one of them.

Optional Schemes.—Schemes which may not have wide applicability and from which the Panchayat Unions could choose according to the requirements of their areas have been classified as Optional Schemes. Ceiling on expenditure was fixed for each item.

Special Schemes.—In order to facilitate the Panchayat Unions further to formulate schemes other than those coming under the above two categories, which may meet specific needs of their areas, a sum of Rs. 40,000 has been set apart under "Special Schemes" specific to areas.

Government will place a grant of Rs. 2 lakhs at the disposal of each Panchayat Union over a period of five years to implement the schemes under agriculture, animal husbandry and fisheries. In order to earn this grant, each Panchayat Union should come forward with a matching contribution of not less than Rs. 50,000 so that a sum of Rs. 2,50,000 is available to each union to implement the agricultural schemes during the Fourth Plan.

PROSPERITY BRIGADE.

The Chief Minister while presenting the Budget for the year 1967–68 to the State Legislature, said as follows :—

> "The onward march of our Society will be assured, if a few thousand people having done the best for themselves and their families, set apart at least one hour's labour for the common good of the country. To organise such a voluntary effort the Government have decided, as a first step, to form the Prosperity Brigade with a strength of not less than 1,000 in each district."

The aims of the Prosperity Brigade are as follows :—

(1) Increasing Community consciousness with selfless service.

(2) Developing local leadership.

(3) Promoting the sense of co-ordination among the village institutions, such as Panchayats, Co-operatives, etc.

(4) Helping the village, as a community, to become the agency for its own development.

(5) Augmenting and consolidating the village resources.

(6) Promoting personal and community hygiene.

(7) Utilisation of rural man-power.

(8) To augment the per-capita income of the rural sector and to associate them in larger measure with the economic life of Tamil Nad.

(9) To inculcate the spirit of "Give" rather than "Take".

(10) To wean the village community away from dependance on Government grants and help to fulfil local needs which can be well met by tapping local resources and making use of local talents.

Starting from the Village level, the Prosperity Brigade has been formed at various administrative levels like the block, the revenue division, the district and the State. The membership of the Brigade will be open to all able bodied citizens of Tamil Nad irrespective of caste, creed, sex or party distinctions. The basic urge to work for the common good of the public is, however, a basic criterion in the selections of volunteers.

The various projects that have been undertaken by the Prosperity Brigade could conveniently be classified into the three following categories :—

I. Major	..	(1) Renovation of tanks.
		(2) Desilting of irrigation channels.
		(3) Construction of small ponds and check dams.
		(4) Reclamation of waste lands.
		(5) Soil conservation and contour bunding.
II. Medium	..	(1) Laying of link roads.
		(2) Bringing mamool waste under cultivation.
		(3) Vegetable gardening.
		(4) Organising spraying squads.
		(5) Planting Babul and other trees.
		(6) Slum clearance.
		(7) Raising of nurseries.
		(8) Desilting of Uranies.
III. Minor	..	(1) Night patrol.
		(2) Cleaning of wells.
		(3) Adult Education.
		(4) Social Education.
		(5) Propaganda and publicity.

The volunteers do not receive any remuneration for the work done. The State Government would, however, incur the minimum expenditure on the local costs, transport, feeding, etc. In the year 1967–68, when the Scheme was inaugurated, a sum of rupees ten lakhs was provided in the

State Budget for this purpose. A like sum of rupees ten lakhs has been provided in the Budget for the current year, viz., 1968–69.

At the State level, there is a Tamil Nad Prosperity Brigade Board for reviewing the work of the Prosperity Brigade. The Chief Minister is the Chairman of the Board.

For the Madras City Unit there is an Executive Committee to advise on the activities of the Brigade. At the district level, the Collector is the Chief Patron of the Board and the Leader of the District Prosperity Brigade is the Chairman.

The Pledge that is taken by all the Prosperity Brigade volunteers is as follows :—

> " I.................., Member of the Prosperity Brigade of Tamil Nad, do hereby pledge to work sincerely and without any expectation of reward and with full faith and belief in the aims and principles of the Prosperity Brigade, for the prosperity of Tamil Nad, for the welfare and upliftment of society and for initiating a new social order."

In the year 1967–68, the Prosperity Brigade fared very well, inspite of the fact that it was its first year of the existence. The entire Budget provision was utilised and the value of works executed by the Brigade all over the State totals up to, approximately, Rs. 17·40 lakhs. The tempo of execution is being kept up in the current year also. The response from the public was spontaneous, and gratifying and the Brigade has started functioning on an even keel. With greater participation of the people and stronger financial support from the State Government, the Brigade would definitely do better and achieve susbtantial results.

THE ONE YEAR PLAN.

A long time objective in respect of Panchayat Development in this State is to inculcate a spirit of self-relience in the local bodies, not only in the sphere of municipal functions, but also, in their efforts towards increasing agricultural production. A new experiment in this direction was launched during this year in the form of a " One Year Plan " for the maximum utilisation, by the Panchayat bodies, of their own funds in equipping the villages and the unions, with production facilities. The following are the components of the One Year Plan :—

(1) Construction of Community irrigation wells with pumpsets.

(2) Purchase of tractors.

(3) Purchase of power tillers and sprayers for letting on hire to agriculturists.

(4) Starting of kitchen gardens in schools.

(5) Construction of community halls in town panchayats to be rented out to marriages and variety entertainments.

This one year plan is intended to be the first in a series of plans to enhance the production potential of the panchayat bodies with their own funds and through their own initiative.

ACHIEVEMENTS.

The Physical achievements under the Rural Development Prgoramme are as follows :—

Agriculture.

By far, the most important part of the developmental programmes is agricultural extension. Vigorous and varied measures were taken to create an interest in the cultivator in the different ways of improving the techniques and organisation of farming and helping him to adopt these measures.

Distribution of improved strains of paddy, millet, groundnut and cotton seeds, besides application of chemical fertilisers like ammonium sulphate, urea and super-phosphate is an important measure taken to increase the agricultural production. Importance was also given to local manurial resources and use of green manure. Distribution of improved implements and pesticides at concessional rates is also one of the important steps taken in augmenting the agricultural production.

Panchayat Plantation.

Due to shortage of chemical fertilisers, attention was paid to the use of local manurial resources like green manure and compost pits. Panchayat Unions have taken a keen interest in raising panchayat plantation on a large scale. The available waste lands and public lands vested with or entrusted to panchayat are being put to good use in raising panchayat plantation for fuel, fodder, fruits and manures. About 4,900 panchayats were participating in this programme and have covered an area of 5,800 acres with plantations.

Reclamation of Waste Lands.

Reclamation of waste and virgin lands and bringing them under plough is one of the important measures to step up agricultural production and an extent of about 2,36,000 acres was thus brought under cultivation during the Plan periods.

Minor Irrigation.

Assured irrigation is an important factor for extensive cultivation to increase production. During the first two Plans, loans were distributed to the ryots for deepening,

improving, renovating existing wells and also for sinking new wells. But during the Third Plan, attention was concentrated on minor irrigation sources. About 23,800 minor irrigation sources within an ayacut of about 10 lakhs of acres were entrusted to the panchayat union councils with a well-designed programme for their proper maintenance according to which each source will receive attention once at least in five years.

Animal Husbandry.

Livestock improvement has received special attention and Government have sanctioned comprehensive programmes for opening breeding and poultry units, key village centres, artificial insemination centres and centres for sheep and goat rearing in various development blocks. The Village Livestock Improvement Scheme which was intended to grade up the breeding stock, was in operation in a few selected blocks in the State in the First Plan. The main schemes that were implemented were construction of veterinary dispensary buildings, distribution of pedigree bulls, cockerels, rams on exchange basis, supply of veterinary first-aid kit to Extension Officers and Gramsevaks and establishment of Block Poultry Unit or subsidy to private breeders of poultry. About 284 veterinary dispensaries were functioning at the end of the Third Plan.

Fisheries.

One of the items provided for under Agricultural Grant during Third Plan is the provision for fish nurseries. It envisaged digging fish nursery ponds and rearing nurseries for breeding and rearing.

Health and Sanitation.

Construction of soakage pits, sinking of new wells, renovation of old works were some of the programmes undertaken to improve the health and sanitation. At present there are 2,240 overhead tanks in the various panchayats in the State. Besides, 237 Primary Health Centres are functioning in addition to Maternity and Child Welfare Centres.

Communications.

The provision for village works enable the villages to improve their economic status, as mobility of labour was ensured and quick movement of agricultural produce become possible. The number of villages and hamlets yet to be provided for with link roads is only about 6,200 out of 57,000 villages and hamlets. At present, the length of the village roads and union roads is of the order of 15,700 and 11,100 miles respectively.

Education.

Elementary Education is another item of importance entrusted to panchayat unions and there has been a significant improvement in the enrolment of school-going children. Opening of new schools, construction of school buildings, and conversion of ordinary schools into basic type formed important feature of the programmes in the field of education.

About 18,200 elementary schools and 4,900 higher elementary schools are run by the panchayat unions with a strength of about 26 lakhs students and 78,600 teachers. More than half of the schools under the control of the panchayat unions are accommodated in own buildings, and another 1,800 buildings are under construction. Another important measure, in the field of education is the construction

of more than 1,000 quarters for women teachers. An amount of Rs 7,30,600 was sanctioned during 1967–68 at the rate of Rs 300 to each select primary school and Rs. 1,000 to select upper primary schools for science equipments under a phased programme of strengtheing science teaching in schools. A separate education wing has been started from last year with a Joint Director of Rural Development (Education) to attend to aspects of Elementary Education in the Panchayat Union areas.

SOCIAL EDUCATION.

Adult literacy is one of important programmes during the Plan period. As social education begins and not ends with literacy, ample scope afforded to the people to develop a spirit of citizenship and national character. With a view to encourage women to participate in the development activities, *Magalir Manrams* were organised. Community recreation centres were started to relieve the monotony and drudgery of village life.

RADIO RURAL FORUMS.

About 15,900 radio sets were distributed to all panchayats and 1,020 Radio Rural Forums are functioning.

The Eighth Anniversary Week of the introduction of the Radio Rural Forums Scheme in the State was observed from the 17th to 23rd November 1967 in a fitting manner at Tiruchirappalli Station of All India Radio.

A seminar was conducted with a view to popularise the activities of the radio rural forums, to organise new forums and to revitalise dormant forums.

The Minister for Agriculture, presided over the function and distributed rolling shields, transistors and certificates to the best of Radio Rural Forums of all districts. The target fixed for organising Radio Rural Forums during the Fourth Five Year Plan period for Madras State is 2,500.

NEW LOOK FOR "GRAMANALAM"

"Gramanalam", a monthly journal in Tamil, is being published since 1955 with the intention of serving as an effective medium through which the rural public are educated in the ways and means by which they can improve their agriculture, animal husbandry, cottage industries, public health, etc.

In order to make the journal financially more self-supporting than at present and with a view to disseminate useful information which will be of help to the agriculturists in the State, it has been decided to publish advertisements in every issue of "Gramanalam".

Action has been taken to improve the contents of the journal, high-lighting the achievements and experiences of progressive farmers. There is a proposal to go in for better types and illustrations to give an entirely new look to "Gramanalam".

WOMEN AND CHILDREN WELFARE.

The panchayat unions have formulated a programme for women and children welfare utilising the grants available to them. More than 4,000 *Magalir Manrams* are functioning actively in the State. A programme for the construction of buildings for *Magalir Manrams* is being implemented and work on 303 buildings had commenced during 1965–66. Craft

training was also imparted to the members of the *Magalir Manrams*, through specially appointed instructors. Twenty-six cottage industry training-*cum*-production units are run by the Women's Welfare Department. A few of these are run exclusively for the welfare of Scheduled Castes and Tribes.

Rural Arts and Crafts Programme.

With effect from 1961, the State Khadi and Village Industries Board has undertaken the responsibility for the formulation and implementation of Village Industries Programmes in the panchayat union areas. A large number of panchayat unions have started and are now running successfully, training or training-*cum*-production schemes, centres for Blacksmithy, Carpentry, Bee-keeping, Brick-making, Poultry, Tannery, Lime Kiln, Tailoring, etc. More than 1,800 units are now functioning in the panchayat unions under this programme.

Special Programmes.

Rural Manpower Programme.—The Rural Manpower Programme which has been sponsored by the Planning Commission and the Ministry of Community Development for utilisation of idle manpower in the rural areas during slack seasons for the benefit of community at large and for the creation of tangible community assets was implemented in 72 blocks in the State at the end of the Third Plan. The schemes which are taken up under this programme include digging and deepening of community irrigation wells, improvement to minor irrigation sources like strengthening and raising of bunds, etc., improvements to existing wells, promotion of roads, simple building works for schools and panchayat offices with local building materials, reclamation of waste

lands, etc. The chief criterion in this programme is that these should be labour intensive and should give employment to as many people in the locality as possible.

Applied Nutrition Programme.—The main object of this programme is to educate the villagers to produce and consume protective foods to avoid deficieny diseases. Applied Nutrition Programme sponsored by the Government of India with the aid of UNICEF was implemented in our State in 7 Blocks attached to the Rural Extension Training Centres, viz., Arni, Bhavanisagar, Krishnagiri, Tiruvidaimarudur, Pattukkottai, T. Kallupatti and Kovilpatti. Under this programme, assistance was given to the Panchayats for developing school kitchen and community gardens, poultry and pisciculture. The produce was distributed free of cost to expectant and nursing mothers and pre-school children along with skimmed milk. Poultry units have also been established.

Under this programme, 4,34,571 Kgs. of vegetables, 11,64,494 eggs, 3,51,501 Kgs. of fish since inception and 1,50,000 lbs. of milk powder (yearly) have been distributed to 14,500 expectant and nursing mothers and pre-school children in a 5 year period.

Besides the above unions, Periyanaickenpalayam, Poonamallee, Athoor in Madurai district, Sathur and Agastheeswaram unions have also been selected for implementing the programme and the programme has started.

Rural Industries.—Under this Rural Industries Programme, the State Government had launched three projects, one in Sriperumbudur in Chingleput district, another in Omalur in Salem district and the third in Nanguneri in Tirunelveli district in 1963. The primary objective of this programme is to improve agro-industrial economy by an alround development

of agriculture, irrigation, communication, industry and social service by communicating with and mobilising the efforts of local enterpreneurs. The important programmes taken up in the project area are—

(*a*) Training to local artisans in the use of modern equipments.

(*b*) Common Facility Service Centres.

(*c*) General Purpose Engineering Workshops where the production of machinery and heavy equipments is undertaken.

(*d*) Units for the production of consumer goods.

Kuzanthaikal Kappagam.—The pre-schools or Kuzanthaika Kappagam Programme is to develop children between ages 2–5 on proper lines and inculcate in them the school-going habit. The programme was implemented in 21 blocks at the rate of one Kuzanthaikal Kappagam for each panchayat and at present there are 730 units functioning in the State. The normal programme followed consists of inculcation of hygienic habits, simple gardening, co-ordination of limbs and correct posture in work, and learning of alphabets, counting and elementary rules of social etiquette and behaviour. Milk was supplied to these children with the aid of UNICEF. In some schools midday meals also was served.

Integrated Child Welfare Projects.—The idea of Integrated Child Welfare Project is to demonstrate that with limited resources, good results could be achieved through co-ordinated effort of Government and voluntary agencies. This programme was launched in Poonamallee block of this State with a provision of Rs. 3 lakhs.

The programme is a co-ordinated effort of Medical, Public Health, Education, Women Welfare, Rural Development and Industries Departments and will cater to the total

development of children in the area. There are at present 50 pre-schools and 10 creches. Vaccination of children as a preventive measure from the attack of diseases, distribution of milk and provision of midday meals, providing good drinking water wells in schools, parks and libraries are some of the activities under this programme.

TRAINING PROGRAMMES.

To assist the Panchayat Raj institutions in implementing the programmes entrusted to them, the personnel of National Extension Service have been placed at their disposal. The Block Development Officer, who is the chief executive of the Union, acts as the Co-ordinator and leader of the block extension team and integrates the activities of the different workers in the field and executes the decisions of the Union Council.

Normally, 10 Gramasevaks and a team of Extension Officers are employed in each Union. In special areas where Intensive Agricultural Area Programmes and Intensive Agricultural Development Programmes are in operation, 15 and 20 Gramasevaks respectively, are employed.

To equip these extension workers and the elected representatives of the people in implementing the various programmes efficiently, different training programmes are continuously organised and conducted by the Government of Madras. To provide institutional training to the grass root workers, the State Government have established 7 Rural Extension Training Centres, 2 Home Science Wings and 6 Workshop Wings, where most of the State-sponsored training programmes are conducted. The intermediate level personnel like the Block Development Officers, Extension Officers and non-officials are deputed for training to the

Government of India institutions. One of these institutions, the Orientation and Study Centre at Bhavanisagar was transferred to the State Government on 1st April 1967 and is now run as the State Institute on Community Development. In-service. Refresher Training Programmes and Peripatetic trainings are also conducted periodically, for the Unions' extension personnel and non-officials, involved in the implementation of Panchayati Raj activities.

Training for elected representatives.—A two-day training programme on "Accounting procedure and programme implementation" designed to meet the needs of the 27,000 Village Panchayat Presidents and Vice-Presidents is organised at all the Block Headquarters, from time to time according to needs. The Divisional Panchayat Officers and District Development Officers conduct this programme. Panchayat Union Chairmen, M.L.As., M.L.Cs., and M.Ps. are deputed for the orientation training conducted at State Institute on Community Development.

Training for Block Development Officers.—Block Development Officers are drafted from different fields like Revenue, Agriculture, Panchayat, Industries, Social Education, etc. In order to provide them with necessary and adequate background knowledge in the concept and philosophy of Community Development and working knowledge in agriculture and allied fields, they are deputed in batches to the Orientation and Study Centre, Bhavanisagar and Extension training centres, for undergoing short courses on these subjects.

Training for Extension Officers.—Only graduates in agriculture or fieldmen with more than ten years of service are appointed as Extension Officers for Agriculture. Degree

holders in Veterinary Science are appointed to look after the Veterinary dispensaries in the Block. Trained stockmen are also appointed as Extension Officers in Animal Husbandry. Inservice and refresher trainings are periodically organised for them, with a view to build up their competence in executing new schemes and introducing new scientific findings. The Extension Officers (Education) are deputed for in-service training conducted specially to meet their field requirements at the Social Education Organiser Training Centres. The Extension Officer (Panchayat), immediately after appointment, is provided with opportunities to get thoroughly acquainted with the Madras Panchayats Act and the duties expected out of him, through a study centre training.

Training for village level workers.—Gramasevak, the key functionary in the block Organisation and the extension worker at the grass roots is trained very thoroughly and systematically through a two-year pre-service course at the Rural Extension Training Centre before he is posted to Block work. This course is heavily oriented to agriculture and the Gramasevak learns by doing all scientific agricultural practices from seed to seed in the agricultural farm attached to the training centre. Other allied subjects like Animal Husbandry, Co-operation, Public Health, Extension, etc., are also taught to him to the extent essential for undertaking any rural extension work. The course is covered in three faces :—

Campus theory and practicals.—When the student acquires knowledge and skill in different subject matter areas.

Village visits.—When he learns to communicate ideas and convince others in the real field situation, through demonstrations and other extension techniques ; and

Job training.—When he works as an apprentice in a block under the direct supervision of the Block Development Officer.

While in service, the Gramasevaks are deputed, in batches, to undergo refresher training for 2 months in the Rural Extension Training Centre, to catch up with the latest developments in agriculture and allied fields. Select Gramasevaks are deputed for an intensive agricultural training course of one year duration leading to a diploma in Agricultural Extension. The District Agricultural Officers also periodically conduct in-service trainings for them.

The Gramasevikas undergo one year intensive pre-service training in the Home Science Wing, before they are posted to the blocks. They are also regularly drafted back to the Centre for undergoing a refresher course, after serving in the field for a period of three years.

Training for Village Artisans.—To impart knowledge and skill to the sons of village artisans in manufacturing and repairing modern scientific farm tools, one year training course in carpentry and smithy is conducted at the workshop wings attached to the Rural Extension Training Centres. Twenty students are admitted for each course and they are encouraged and assisted to establish worksheds in their villages, after they complete their training.

BASIC DATA AS ON 31ST MARCH 1967.

General.

Number of development councils	23
Number of panchayat union councils	374
Number of development blocks	375
Number of villages in the panchayat unions ..	17,389
Number of hamlets in the panchayat unions ..	39,579
Number of village panchayats	12,407
Number of town panchayats	457
Area of the panchayat unions (in lakh acres) ..	266
Population of the panchayat unions (in lakhs) ..	272

Communications.

Length of village roads (miles)	15,665
Length of union roads (miles)	11,142
Number of villages and hamlets electrified ..	22,315

Health and Sanitation.

Number of overhead tanks	2,240
Number of drinking water wells	44,945
Number of hospitals	219
Number of regular dispensaries	289
Number of rural dispensaries	406
Number of maternity and child welfare centres maintained by the panchayat unions.	2,381
Number of maternity and child welfare centres maintained by other agencies.	139
Number of primary health centres	237

Animal Husbandry.

Number of veterinary dispensaries functioning ..	284
Number of key village main centres	95
Number of key village sub-centres	578
Number of artificial insemination main centres ..	41
Number of artificial insemination sub-centres ..	288
Number of Government poultry units	106
Number of poultry units maintained by panchayat unions.	136
Number of private poultry units	3,457

Quarters and Depots.

Number of quarters constructed for the staff at block headquarters.	1,008
Number of quarters for the staff under construction at the block headquarters.	34
Number of quarters constructed for Gramasevaks.	497
Number of quarters under construction for Gramasevaks.	38
Number of quarters constructed for veterinary staff.	6
Number of quarters under construction for veterinary staff.	11
Number of agricultural depot-*cum*-godowns constructed.	115
Number of agricultural depot-*cum*-godowns under construction.	184
Number of quarters constructed for women teachers.	1,002
Number of quarters under construction for women teachers.	108

Irrigation.

Number of minor irrigation sources handed over to the panchayat unions.	23,786
Extent of the ayacut under the minor irrigation sources handed over to the panchayat unions (in lakhs of acres).	10

Schools.

Number of panchayat union elementary schools	18,185
Number of aided elementary schools	4,858
Number of panchayat union higher elementary schools.	3,275
Number of aided higher elementary schools ..	1,491

Students (in lakhs).

Number of boys and girls students in the panchayat union schools.	26·1
Number of boys and girls students in the aided schools.	11·4

Teachers.

Number of men and women teachers in the panchayat union schools.	78,577
Number of men and women teachers in the aided schools.	35,024

School Buildings.

Number of panchayat union schools accommodated in own buildings.	10,555
Number of panchayat union schools accommodated in rented buildings.	2,810
Number of panchayat union schools accommodated in rent-free buildings.	8,095
Number of buildings under construction	1,793

Others.

Number of radios supplied to panchayats and hamlets.	15,869
Number of Radio Rural Forums	1,020
Number of libraries run by panchayat unions ..	6,904
Number of social education centres functioning. ..	13,727
Number of shandies	858